



TSUNAMI EVALUATION COALITION (TEC)

The International Community's Funding of the Tsunami Emergency and Relief

LOCAL RESPONSE STUDY

- Indonesia -

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**Tsunami Evaluation Coalition:
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– Local Response Study –**

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8. LIST OF ABBREVIATIONS

ADB:	Asian Development Bank
ADPC:	Asian Disaster Preparedness Centre
ALNAP:	
BAKORNAS:	National Coordination Body (Badan Kordinasi Nasional)
BAPPENAS:	National Development Planning Agency
BRR:	Rehabilitation and Reconstruction Agency for Aceh and Nias
CMG:	Core Management Group
IDP:	Internally Displaced Persons
INGO:	International Non-governmental Organisation
LNGO:	Local Non-governmental Organisation
MDTF:	Multi-donor Trust Fund
NAD:	Nanggroe Aceh Darussalam
NGO:	Non-governmental Organisation
PLN:	National Electricity Agency
OCHA:	Office for the Coordination of Humanitarian Assistance
PDAM:	Provincial Water Supply Company
RUN:	Reconstruction Aceh Nias Database
SATKORLAK:	Implementation Coordination Committee (Satuan Kordinasi Pelaksana)
SATLAK:	Implementation Committee (Satuan Pelaksana)
TEC:	Tsunami Evaluation Coalition
TLC:	Temporary living Centres
UN-HABITAT:	United Nations Human Settlements Program
Unies:	United Nations Information Management System
WB:	World Bank
WHO:	World Health Organisation

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Executive Summary

The Tsunami catastrophe that struck Asia on 26 December 2004 is one of the worst natural disasters in modern history. It affected many countries around the Indian Ocean but the major impact was felt in India, Indonesia, the Maldives, Sri Lanka and Thailand. More than 250,000 people have died and thousands were injured. Overall, an estimated 1.5 to 5 million people have been directly or indirectly affected. Damage and destruction of infrastructure has destroyed people's livelihoods, and left many homeless and without adequate water and healthcare facilities. The generous assistance pledged has been instrumental in reducing or mitigating the consequences of the disaster, and in boosting the current recovery and reconstruction efforts.

This "Local Response Study" is part of the overall evaluation by the Tsunami Evaluation Coalition (TEC). It is a thematic evaluation of the funding response and the flow of funds by the various governments, local, national and international NGOs, the public sector and the communities themselves. The study tried to measure in quantitative and qualitative terms the financial flows and the quality of the implementation of the funds, taking into consideration the views and the concerns of the organisations, public, private, NGOs and the affected communities.

The response in general has been overwhelming in terms of funds pledged and number of organisations involved in the reconstruction efforts. The number of organisations involved has come down from the initial relief to the current reconstruction phase because the mandate of some organisations is only for relief operations, and others are not prepared for a long term commitment. But it is precisely the coordination of this big number of organisations what is compromising the effectiveness and efficiency of the response. The BRR, which is the office in charge their coordination, is itself overwhelmed with this work.

In terms of effectiveness of the response it is still too early to judge, but in some aspects is not looking too successful. It is very evident that the issue of housing is being dealt without an integration into village and city development. Spatial development plans for the city and the villages, which could be the guiding tool for the integration of districts, sub-districts and village level development are still under preparation. This has served as an excuse of some organizations not to comply with basic urban planning principles and to ignore integration of housing and infrastructure.

Among its most important lesson learnt is that governments have to be prepared in advance for disasters, putting in place adequate resources to develop appropriate policies and mechanism to reduce risks, to prevent them or to effectively deal with them when that is the case.

The development of the Recovery Aceh Nias (RAN) Database to strengthen the performance of BRR in tracking activities of every organisation involved in recovery matched against identified needs is a welcome development. In this way BRR, and the involved organisations will have access to a solid information base that can support the overall reconstruction process to measure progress, identify gaps, address implementation problems and improve planning of interventions. Gathering information from all organisations, the RAN will be able to provide comprehensive data of the flow of funds mobilised to respond to the tsunami.

While the armed confrontation threatened to be a serious obstacle for relief and reconstruction at the beginning, the on-going peace process, if successfully implemented, will provide a much wider framework for organisations to contribute not only to the reconstruction but also to a more sustainable and democratic development of the province. The incorporation of the former separatist fighters into mainstream life will offer an additional opportunity for reconstruction and rehabilitation while it also seems to be an additional challenge. It is critical for international organisations to work together and to be aware of the importance of the role of the local government, of local NGOs and individuals in the reconstruction and rehabilitation process. To involve all actors constructively is a shared responsibility.

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1. INTRODUCTION

The Tsunami catastrophe that struck Asia on 26 December 2004 is one of the worst natural disasters in modern history. Although the major impact was felt in India, Indonesia, the Maldives, Sri Lanka and Thailand, several other countries were affected including Myanmar and Somalia, or touched by the tsunami including Bangladesh, Kenya, Malaysia, Seychelles and Tanzania. More than 250,000 people have died and thousands were injured. Overall, an estimated 1.5 to 5 million people have been directly or indirectly affected. Damage and destruction of infrastructure has destroyed people's livelihoods, and left many homeless and without adequate water and healthcare facilities.

The world - governments and people – responded with unprecedented generosity in solidarity with the rescue and relief efforts of the affected communities and local and national authorities. The generous assistance pledged has been instrumental in reducing or mitigating the consequences of the disaster, and in boosting the current recovery and reconstruction efforts.

2. CONTEXT

Early in January 2005, in recognition of the added value joint evaluations bring to the humanitarian sector, the Office for the Coordination of Humanitarian Affairs (OCHA) and the World Health Organisation (WHO) together with the ALNAP Secretariat began to discuss how best to coordinate evaluations of tsunami response. The intention was twofold:

1. To promote a sector-wide approach to evaluations of the tsunami response in order to optimise sector-wide learning.
2. To develop, test and validate products for future timely establishment of evaluation coordination mechanism (coalition), that could facilitate such an approach.

As a follow-up, an interagency and donor meeting was convened in Geneva on 23 February 2005 to discuss how best to develop this approach. At that meeting participants agreed to constitute an 'evaluation coalition' (subsequently named the Tsunami Evaluation Coalition, or TEC), guided by a Core Management Group (CMG).

This "Local Response Study" is part of the overall evaluation by the Tsunami Evaluation Coalition. It is a thematic evaluation of the funding response by the various governments, local and national NGOs, the public sector and the communities themselves. The purpose of the study is:

- a) to provide an overview of the total volume of funding of the response by the various actors, and to sample the flow of donations of goods, in kind or cash, for relief and reconstruction,
- b) to assess the appropriateness of allocation of funds in relation to the actual relief and reconstruction needs and in relation to other emergencies,
- c) to contribute to a better understanding of public responses to emergencies, and
- d) to provide a basis for follow-up studies after two and four years.

3. METHODOLOGY

The study tried to measure in quantitative and qualitative terms the financial flows and the quality of the implementation of the funds, taking into consideration the views and the concerns of the organisations involved, government, public and private organisations, NGOs and the affected communities. This evaluation study was carried out in a period of five weeks, of which four weeks were dedicated to collect anecdotal information backed by quantitative data at local level from the actors involved in the relief operations and reconstruction efforts. This included representatives from organisations from the public and private sectors, NGOs and the affected communities. Information and perceptions from the affected communities were collected through interviews in 20 selected villages located in Banda Aceh, Aceh Besar and Pidie Districts. The field work was carried out by the Forum LSM ACEh, a local NGO based in Banda Aceh. The interviews were carried out by four teams of three interviewers each. Each team was responsible for data collection in five communities/villages. Data was gathered through various methods that included minimum an interview with a community leader, focus group discussions with a group of men and a group of women and collection of information from the village files. In some of the villages, representatives of organisations involved also provided their views. The findings, more qualitative than quantitative, are the basis for the analysis of the local response of organisations assisting these communities to get back to normal life.

Districts / Villages included in the Study			
Banda Aceh District	Aceh Besar District		Pidie District
Ulee lheu	Gampoeng Baro	Alue Riyeung	Pantee Teungah
Tibang	Lamteungoh	Lamreh	Kuala Pidie
Gampong Jawa	Kajhu	Meunasah Keude	Jeumeurang
Keudah	Cot Gue	Brandeh	Lampoih Krueng
Lambaro	Lampineung	Deudap	Ileleubeu

The results are expected to contribute to a better understanding of the nature of the funding flows to and from tsunami affected communities in aspects related to the source, use and distribution of funds received, the participation of the community in determining the use of funds from external sources and own-source resources for self-help efforts. The evaluation covers a ten-month period from December 2004 to October 2005.

4. CONTEXT

Early in January This chapter of the study provides the description and analysis of the impacts of the tsunami in Aceh, based on the findings on the twenty affected villages included in the study. It provides an overview of the organisations involved, the type of assistance and the degree of participation of the affected communities in the decisions pertaining to the design of the projects and the use of funds. The description and analysis is made separately for the initial emergency and relief phase and for the rehabilitation and reconstruction phase.

4.1 Part I: Community/Village Profile: Tsunami Impact on the Community

4.1.1 Population

In terms of loss of lives the tsunami of the 26 of December 2004 was devastating. In the province of Nanggroe Aceh Darussalam (NAD)¹ alone the number of casualties reached 128.515 while the number of Internally Displaced Persons (IDPs) was estimated at 513.278². The extent of loss of lives is reflected in the results obtained through the field survey. From 15 locations of the 20

¹ This study excluded the island of Nias and North Sumatra Province.

² Unies – HIC 6 May, 2005

included in this study, data shows that the population decreased by 61% from 41.236 to 16.221 inhabitants. In five of these locations the loss of lives was tremendous, going as high as 91% in Meunasah Keude, 86% in Keudah, 78% in Kajhu, and 68 % of the population in Gampoeng Jawa. In six of 12 locations, both women and men were the most affected population groups. In most of the villages where fishing was the main economic activity, men were the majority of victims. Children and elderly comprise the next largest groups of population affected.

4.1.2 Built and Natural Environment

4.1.2.1 Shelter

The destruction of shelter, as a result of the tsunami, was massive. In NAD Province 173.673,01 ha or 34% of total settlement areas were completely destroyed. The destroyed houses comprise 116.880 units or the equivalent of 57% of residential areas³. Data from 16 villages included in the study shows that from a total of 6.002 housing units before the tsunami, 86% (5.001) were destroyed. In Banda Aceh and Aceh Besar, some villages were completely destroyed with not a single structure left standing. In the villages included in the study, destruction of 100% of housing units was reported in five of the locations (Ulee Iheu, Gampoeng Baro, Kajhu, Lampineung, Menausa Keude), and of more than 95% of units destroyed in two others (Gampoen Jawa, Alue Riyeung). Data on renters from ten locations show that although renters are a minority, they account for a considerable 16% of families (618 families) of the total in these locations.

4.1.2.2 Services, Community Facilities and Infrastructure

Community facilities and infrastructure were destroyed and heavily damaged by the tsunami, disrupting regular provision of basic services such as water, electricity, education and health. In NAD, 66% of the health facilities and 46% of school buildings suffered total damaged. In addition, 43% of religious buildings were destroyed and 13.5% sustained major damage⁴. In the areas surveyed data shows the total destruction of 13 mosques, 12 community halls, six village offices, five nursery schools, 13 primary schools, five secondary schools, nine health centres, four community sports places and one slaughter house.

As a consequence of the earthquake and tsunami 38% of provincial highways and 27.5% of arterial roads suffered total damage, while 14% and 45.5% respectively sustained major damage. In addition, 2.267 bridges representing 66.5% of the total number were completely destroyed⁵. In the infrastructure sector, water drainages, roads, and one bridge were also completely or partially destroyed in the villages included in the study. It was often mentioned that the destruction of roads and bridges was a factor that contributed to slow start-up of the relief activities. Because of the damages sustained in the transport and communication systems, reaching out to isolated communities was a serious challenge in the first weeks and months of the relief effort..

4.1.2.3 Environment

In terms of environmental impacts the most critical issue is the one related to the contamination of soil and water sources. Most of the tsunami affected communities relied on bore wells for supply of water, and those who received it through the municipal service saw also their service disrupted because of the collapse of the system. In the NAD province, 83% of the aqueduct system suffered total damage and an additional 6% suffered major damage In Aceh Besar

³ Director General of Human Settlement, Ministry of Public Works, page 1. No date

⁴ Directorate General of Human Settlements, page 1, no date.

⁵ Directorate General of Human Settlements, page 1, no date.

District 18% of the villages had access to piped water while 41% had access through wells. In Banda Aceh 46% had access to piped water and 41% were serviced by wells and in Pidie 80% of the villages used piped water⁶.

Pools of stagnant water which are becoming breeding grounds for mosquitoes, still remain in some parts of the villages where residents have started to return. Respondents, especially those living in barracks reported an increase in mosquitoes and flies. Except for palms, most other trees, bushes and plants were washed away by the waves. Due to the contamination of the soil it will take some time and effort until new plants and green can grow again. In Tibang village a mangrove planting project is under way while in various others the cash for food programs have been used for village cleaning and for re-greening purposes. Cleaning activities are very important in order to prevent unhealthy environmental conditions that can affect negatively an already vulnerable population.

4.1.3 Livelihood

Extensive damage to crops, irrigation systems and fishery infrastructure is mentioned in almost all the surveyed villages. As it is the case in the rest of the province, their livelihood has been destroyed and families have been stripped of the few assets they possessed. Trade and business suffered considerably as the assessment estimates that in NAD province, 75% (1,416 units of markets/kiosks) were completely destroyed and 7.7% suffered major damage⁷. For various reasons, total damages to the livelihood of affected families in villages included in the study were difficult to assess and the list of productive activities mentioned included a wide variety like salt processing, fishing, animal husbandry, agriculture, factories and shops. Street vendors and traders lost their assets and labourers their work places.

The Agony of Losses: A Case Among Thousands

Bapak Jamal is a fisherman in Lamteunogoh Village in Aceh Besar District. As a consequence of the earthquake and tsunami he lost his wife and four children. He also lost his house which was permanent and all his possessions, one car, one boat, two cows and a shop together with Rp. 5 million in goods. On top of these he has a psychological trauma that only started to heal after he got a boat and started fishing again. Although he feels better, there are important moments like the muslim festival of Ramadan when all memories are going to come back.

Source: Pak Jamal, Lamteunogoh Village.

Stories like Bapak Jamal's, and worse ones, can be heard by the thousands in Aceh and its surroundings. This is why it is crucial to develop and put in motion the mechanisms to provide access to credit for income generation activities in a more massive way. Aside from the cash for work programs and supply of boats, it was only in four of the 20 villages of the study that activities to generate and improve income were reported.

4.1.4 Government Structure:

⁶ Directorate General of Human Settlements, page 1, no date.

⁷ Directorate General of Human Settlements, page 1, no date.

The emergency and relief operations in Nanggroe Aceh Darussalam were managed through a structure created directly under the President of Indonesia. A National Coordination Body (Bakornas: Badan Koordinasi Nasional) at national level, Implementation Coordination Committee (Satkorlak: Satuan Kordinasi Pelaksana) at provincial level and an Implementation Committee (Satlak: Satuan Pelaksana) at district level managed civil and military assistance and contributions.

In NAD province, 1,412 units of government buildings or the equivalent of 75% of the total government premises were completely destroyed while 7.2% of them sustained major damage⁸. Offices collapsed, files and data were destroyed and lost, in addition to loss of lives of government officials from all levels of the municipal structure. This situation disrupted the government network for coordination of assistance, especially during the weeks immediately after the tsunami struck.

During this initial period the government utilised a Coordinating Committee under the national Development Planning Agency (BAPPENAS) which was in charge of coordination of the organisations providing assistance until the Rehabilitation and Reconstruction Agency for Aceh and Nias (BRR) was formed to take care of the rehabilitation and reconstruction activities.

The local government structure comprises the city or district administration headed by the Mayor (Walikota or Regent/Bupati in rural areas), followed downwards by the Sub-district (Kecamatan) headed by the Camat, the village head (Keucik) and hamlet/neighbourhood headed by the Kepala Lorong.

During this ten months phase, assistance came very much directly from the organisations to the affected communities. The sub-district and neighbourhood authorities were the most active entities as they were closest to the people. From the government side, the social and the health ministries as well as the public works ministry were the most active agencies, particularly in the distribution of food, cloths, provision of health care and restoration of basic infrastructure.

4.2 Part II Response: Emergency and Relief Phase

This section makes a brief description of the resources, in kind or in cash, received by the affected families during the emergency and relief period. This period has been defined as six months time span after the tsunami, which comprises the months between 26 December and June 2005.

4.2.1 Resources received in response to the tsunami

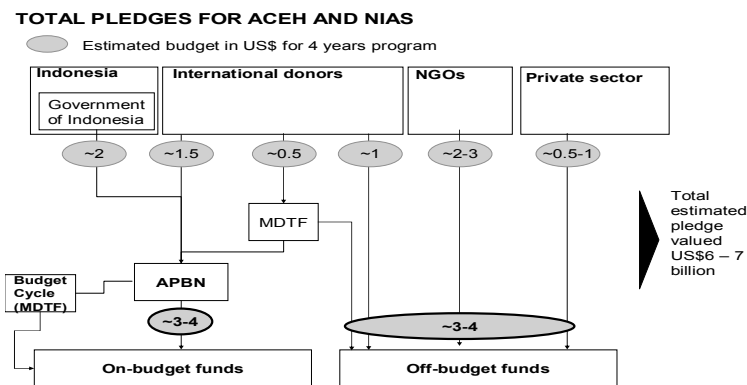
The amount received as a response of the Tsunami and earthquake in the region, and especially in Indonesia was of unprecedented proportions. The international community pledged US\$ 7.3 billion of which approximately US\$ 3.5 are actually being available so far.

The following graphic illustrates the estimation of total US\$ pledged by the various sources of funds, for both relief and reconstruction purposes. I also shows, the flow of funds through the different on-budget and of-budget channels for approval and implementation.

Resources committed and received by the various parties and according to sectors are very difficult to identify. Most private sector donations, which are known to be very significant, were directed through local and international NGOs and for this reason are difficult to trace. For various

⁸ Directorate General of Human Settlements, page 1, no date.

reasons financial information is considered as sensible and the majority of organizations consulted, both local and international, did not like the idea of sharing this information. The same was also observed in the case of local government. When the team visited Satkorlak, the agency that managed the data for civil and military assistance during the emergency phase, it was denied access to these data.



Source: BRR

Important sources of local contributions which are mobilized and are normally not recognized are those resources provided in cash or kind by the affected families themselves. These are represented by voluntary work of cleaning the neighbourhoods; assistance in the registration process of survivors; casualties and disappeared persons, labour for repair work for community buildings like mosques, community halls, and schools; and others. Some respondents have expressed that they have mobilized their family and own resources to rebuild their houses or to start small business. Those who had savings made use of them in order to provide for their daily needs. All these contributions are very significant and important, but at this moment it is very difficult to quantify them and to assess their value.

Another important type of local resources mobilized during the emergency phase and also very seldom recognized are those resulting from the mobilization of the army. The army was active in the restoration of the transport and communication system, by building bridges and repair of roads, through recovery of bodies and other important activities whose in kind value is difficult to assess. More over access to this kind of information is restricted.

4.2.1.1 Cash Compensation

In terms of compensation, the policy of the government of Indonesia was to provide cash compensation of Rp. 3.000 (approx US\$ 32 cents⁹) per day to every affected person for a period of six months. Compensation payments started since March 2005 and the situation in the villages surveyed is that in three of them people have received the cash compensation for four months and in nine locations it has been received only three times. By now they should have received it for the six months promised by the government. According to local sources, the delay in the distribution of the cash compensation is due to the fact that the national government disbursed only the funds equivalent to one month. Taking into account the desperate situation of the people, the local governments provided the compensation cash for two months out of their own

⁹ Oct. 2005 1 US\$ = Rp. 9.500

resources and in order to cover for the deficit. The local governments are still waiting for the national government to comply with its commitment to the people.

‘One time cash’ compensation was given also by local NGOs and private sources. In Alue Riyeung a local NGO provided Rp. 50.000 (US\$ 5.27) per person, the same in Lambreh and Deudap village. Also in Lamreh village a private person provided Rp. 90.000 (US\$ 9.48) per family. In Tibang an INGO provided Rp.1.263.000 (US\$ 133) per family and in Meunasah Keude each widow received a donation of Rp. 500.000 (US\$ 52).

The situation for most of the people is quite desperate because according to them the compensation, apart from being late, is also not enough to sustain a life of dignity. Those who had savings have used them up either to cover everyday needs, or to start small businesses.

4.2.1.2 Goods and Projects Received vs Goods and projects Requested

According to this survey, food, water, medicines, hygiene kits, and cloths were the most common items widely distributed. Water quantity was not enough in one location and its quality was of medium standard in one location; the complain was about its strong smell of chemicals. Food quantity was in general enough, however its quality was questioned in Cot Gue and its quantity in Lampineung and Gampoen Jawa. Other goods received were prayer items, generators, cooking utensils, mats, mattresses, blankets and cushions and hygiene kits. Cloths were considered of medium quality in Lampoih Krueng and Kuala Pidie, and health care was ranked low in Lamponih Krueng, Ileeleubeu and Kuala Pidie. Health care was provided in most of the villages and in the same three villages this service was also considered of medium quality.

In terms of temporary shelter, tents and barracks were the most common solution offered. The respondent’s feeling is that as a temporary solution they were fine, but not for long term. Some affected families have been living in them for ten months already and they complain that they are too small, too crowded and that the hygiene conditions and the supply of services is very poor. There is no privacy and now that the rainy season started some barracks and tents have leakages and the conditions in the surroundings are unhealthy. Of the communities surveyed, six are still living in barracks, four already returned to the previous location and one stayed throughout in the place where they used to live. In some cases people spend the night in the barracks and the day in their former places.



Cash for food programs by various international and local organizations were introduced during the relief period in order to assist the removing of debris and the cleaning efforts, and to alleviate the economic situation of the people. This program was implemented in 13 of 19 communities that participated in the survey. It offers one to two months work for a salary between Rp. 35.000 to Rp.